

Lower Yonge Precinct Plan – Proposals Report

Date:	August 5, 2014
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward No. 28 – Toronto Centre - Rosedale
Reference Number:	File No. 12 253083 STE 28 OZ

SUMMARY

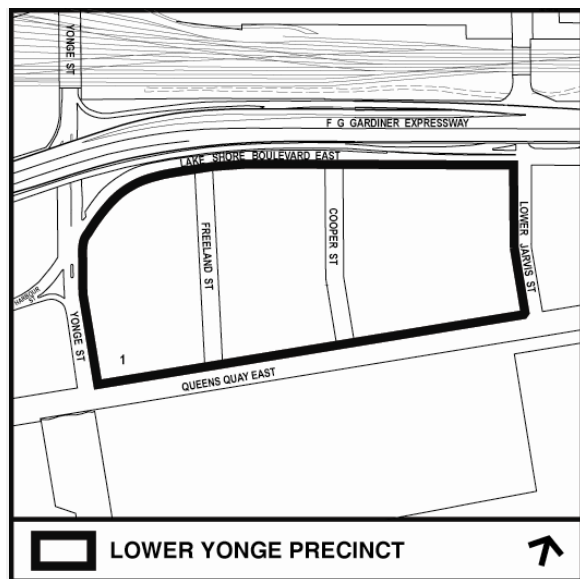
The purpose of this report is to advise Council of the outcomes of the first phase of the Lower Yonge Precinct Plan study. The report presents Council with the Lower Yonge Urban Design Report; the Lower Yonge Transportation Master Plan; and Planning and Policy Directions for the emerging Lower Yonge Precinct Plan. The report also describes the anticipated work program for phase 2 of the Lower Yonge Precinct Plan study. The further purpose of this report is to communicate the emerging Precinct Plan to landowners and community stakeholders, enabling them to continue to provide feedback and participate in the precinct planning process.

Staff are recommending that Council endorse the planning and policy directions contained in the Proposals report and provide direction with respect to the next steps of the precinct planning process.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council receive the Lower Yonge Urban Design Report attached as Attachment 4 to the report (August 5, 2014) from the Director Community Planning, Toronto and East York District, prepared by



Perkins + Will on behalf of Waterfront Toronto and the City of Toronto;

2. City Council receive the finalized Lower Yonge Transportation Master Plan Environmental Assessment attached as Attachment 5 to the report (August 5, 2014) from the Director, Community Planning, Toronto and East York District, prepared by Arup on behalf of Waterfront Toronto and the City of Toronto;
3. City Council endorse in principle the Lower Yonge Precinct Plan - Planning and Policy Directions attached as Attachment 6 to the report (August 5, 2014) from the Director, Community Planning, Toronto and East York District, subject to further consultation, review, and analysis in phase 2 of the Lower Yonge Precinct Plan study;
4. City Council direct the Chief Planner and Executive Director, City Planning Division, in consultation with Waterfront Toronto and other City Divisions, to complete the development of the Lower Yonge Precinct Plan, based on the Planning and Policy Directions attached as Attachment 6 to the report (August 5, 2014) from the Director, Community Planning, Toronto and East York District and report back to Toronto and East York Community Council in 2015, including any recommended Official Plan amendments and implementing planning instruments; and
5. City Council request the Chief Planner and Executive Director, City Planning Division, to continue consultations with Lower Yonge community members, landowners, and stakeholders in development and preparation of the Lower Yonge Precinct Plan.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In 2008, Waterfront Toronto issued a Request for Proposals for a Lower Yonge Precinct Study. While consultants were retained and there was further coordination between the City and Waterfront Toronto in 2009, the project was subsequently deferred given other priorities. Discussions to restart the project began in late 2011 and in 2012 there was work to redefine the scope of the study and identify funding sources.

Toronto and East York Community Council has received two reports to provide information and an update on the Lower Yonge Precinct Plan. The first was received on November 6, 2012. The second update report was received on February 25, 2014:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE20.46>
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE30.56>

A zoning amendment application was submitted in March 2013 to redevelop 1 and 7 Yonge Street. In the Preliminary Report, staff noted that development of the precinct plan policies are needed to inform the review of the application. The application has

been appealed to the Ontario Municipal Board. The Preliminary Report on the rezoning was considered at the June 18, 2013 meeting of Toronto and East York Community Council: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE25.64>.

The applicant subsequently determined, in consultation with City Planning, that an Official Plan Amendment to the former City of Toronto Official Plan is required, as the policies of the current City of Toronto Official Plan and the Central Waterfront Secondary Plan are not in effect for this site. A Preliminary Report on the Official Plan Amendment was adopted at the February 25, 2014 meeting of Toronto and East York Community Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE30.53>

BACKGROUND

STUDY PURPOSE

The Lower Yonge Precinct comprises former industrial lands that are in proximity to both the downtown and to Lake Ontario. The emerging Precinct Plan contemplates 5,300 residential units and 250,000 square metres of non-residential gross floor area, providing future homes and workplaces for up to 8,000 residents and 10,000 employees. As former industrial lands, the Precinct lacks the public realm, infrastructure and services necessary to support this scale of development. The purpose of the Lower Yonge Precinct Plan study is to establish a planning context for comprehensive and orderly development of this portion of Toronto's waterfront.

The Lower Yonge Precinct is at the heart of Toronto's transforming Central Waterfront. This precinct is prominently located in the City, within the Downtown and Central Waterfront and adjacent to the Toronto Harbour and Financial District, making its appropriate redevelopment critical to the waterfront's revitalization. Redevelopment presents an opportunity to transform the Lower Yonge Precinct into a unique place supported by good urban design. Its location serves as a strategic opportunity to strengthen and create connections, while removing barriers between the waterfront and the downtown. Lower Yonge will exemplify the emerging pattern of new waterfront neighbourhoods with appropriately scaled and placed buildings, integrated with a vibrant public realm featuring beautiful streets and public parks, and connected to a revitalized Union Station, growing downtown, and the historic St. Lawrence neighbourhood. Its redevelopment will fill a gap between intensely built out areas to the west and master-planned precincts to the east.

While Lower Yonge has impressive locational advantages, its development potential is challenged by a number of existing conditions, including the existing transportation infrastructure, servicing capacity, and lack of community facilities. A comprehensive plan for the Precinct is necessary to unlock the area's development potential and ensure that redevelopment occurs in a way that is consistent with public objectives for the waterfront and not considered on a site by site basis.

The planning policy framework for the Lower Yonge Precinct, like other parts of the waterfront, clearly establishes comprehensive planning as a fundamental pre-requisite for redevelopment. Landowners in the area have signalled their interest in pursuing redevelopment of the lands in the Precinct by filing development applications and initiating real estate disposition.

Lower Yonge Precinct Plan Study Area

The Lower Yonge Precinct extends from Yonge Street on the west to Lower Jarvis Street on the east, and from Lake Shore Boulevard East on the north to Queens Quay East on the south. The Precinct encompasses approximately nine hectares of waterfront lands one block away from the east edge of Toronto Harbour. Although the Lower Yonge Precinct is in close proximity to the downtown core and Union Station, the elevated Gardiner Expressway and the rail embankment corridor serve as significant physical barriers to the rest of the city.

The Lower Yonge Precinct currently comprises three large blocks. The existing uses are as follows:

- a. Yonge Street: The Toronto Star office building and surface parking lot;
- b. Cooper Street and 55 Lake Shore Boulevard East: LCBO retail outlet; LCBO offices and warehouse that are provincially owned, listed heritage property; and City-owned rail spur bisecting the block; and
- c. Cooper Street to Lower Jarvis Street block: Provincially owned vacant land; City-owned rail spur cutting diagonally through the southern end of the western portion of the block; and Loblaws store (10 Lower Jarvis Street) and parking garage (125 Lower Jarvis Street).

The ownership of these lands is consolidated among three major landowners:

- Pinnacle International is the owner of 1 and 7 Yonge Street and submitted a rezoning application in March 2013 to redevelop the site. An Official Plan amendment application has also been submitted. The development proposal includes division of the site by a 27-metre wide extension of Harbour Street; a 10-storey addition to the existing Toronto Star building; a 70-storey hotel/residential building and a 40-storey office building connected with a 6-storey podium; and four new residential towers with heights of 75, 80, 80 and 88 storeys. The application has been appealed to the Ontario Municipal Board; no hearing date has been set. The applicant has continued to actively engage City staff in discussions regarding the proposal.
- In 2012, the Province of Ontario announced that they were initiating the sale of the LCBO lands within the Lower Yonge Precinct for redevelopment. LCBO's mandate for the site includes facilitating the competitive sale of the

site as a mixed-use high-density development opportunity in order to generate review for the Province.

- Choice Properties REIT has stated its intention to redevelop their site at 10 Lower Jarvis, but has stated that timing for redevelopment is undetermined.
- In addition to these landowners, the Toronto Port Lands Company, of which the City of Toronto is sole shareholder, owns two rail spurs municipally known as 15 Freeland Street and 145 Cooper street which bisect the lands owned by LCBO. On June 10, 2014, City council consented to the disposition of these lands:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX42.7>

The Lower Yonge Precinct is also within Waterfront Toronto's jurisdiction, as part of the Designated Waterfront Area (defined by the *Toronto Waterfront Revitalization Corporation Act*, 2002).

Transportation and Road Network

The precinct area is generally bounded by four existing Major Streets (Map 3, Official Plan): Yonge Street, Lake Shore Boulevard East, Lower Jarvis Street and Queens Quay East. Another major street, Harbour Street, west to Simcoe Street, will be included in the analysis. Within the area, Harbour Street and Lake Shore Boulevard East operate as a one-way pair (Harbour eastbound, Lake Shore westbound). Yonge Street becomes a minor arterial road south of Harbour Street; Freeland Street and Lower Jarvis are north-south collector roads; and Cooper Street is a local north-south street.

Plans have been developed for the transformation of Queens Quay into a two-lane two-way roadway alongside a two-way dedicated light rail line and a continuous separated multi-use path, plus streetscaping and sidewalks. These plans are being implemented west of Bay Street beginning in 2012 and the East Bayfront transit segment has been approved as part of the Queens Quay EA. The precinct is currently served by TTC bus routes on Queens Quay and Jarvis Street, looping via Freeland Street and Harbour Street.

Harbour Street west of Yonge Street will also be transformed as a consequence of the planned modification of the elevated eastbound York-Bay-Yonge exit ramp from the Gardiner Expressway. The ramp will be shortened to land at Lower Simcoe Street, allowing Harbour Street between Lower Simcoe and Bay Street to become a four-lane at-grade eastbound roadway. City Council has also endorsed the proposal to limit the use of the Bay Street entry ramp to the eastbound Gardiner Expressway to buses.

The extension of Harbour Street easterly from Yonge Street has been illustrated in previously adopted site-specific Urban Design Guidelines for 1 Yonge Street and the proposed site specific zoning by-law exception filed with the application. The current zoning by-law for the Toronto Star site protects for a 20 metre wide public right-of-way to accommodate a mid-block street between Yonge Street and Freeland Street. The blocks east of Freeland Street do not feature a similar right-of-way allowance. A mid-

block street extending east from Lower Jarvis Street is a feature of the East Bayfront Precinct Plan.

The PATH Master Plan shows future pedestrian links north and south of the rail corridor extending as far east as Yonge Street. A connection further south along Yonge Street to Queens Quay is shown as a long-term PATH opportunity.

Surrounding Area

The surrounding area land uses and designations include the following:

- East: East of Lower Jarvis Street is East Bayfront, planned to be a mixed-use district with primarily midrise built form with some with taller building sites, as provided for in the East Bayfront Precinct Plan and zoning by-law. Redevelopment of the Precinct has begun on the south side of Queens Quay.
- South: On the south side of Queens Quay East is the Pier 27 development at 25 Queens Quay East, a seven building residential development with commercial/retail at grade with heights of 39 to 51 metres, and with a 105-metre tower, abutting the Yonge Street Slip (File 10 147083 STE 28 OZ). This site has site-specific zoning, Official Plan policies and design guidelines. The foot of Yonge Street adjacent to the Yonge Street Slip is proposed to be a public park. To the southeast is Redpath Sugar at 85 Queens Quay East (refinery, sugar storage, and museum), located on lands designated *Existing Use Area* in the Central Waterfront Secondary Plan.
- West: Sites immediately west of the study area at 33 Bay Street, 12-16 Yonge Street, 10 Yonge Street and 10 Queens Quay West are developed with residential towers ranging from approximately 81 metres to 162 metres. Further west are sites fronting on Harbour Street and Queens Quay West that are approved and under construction with proposed taller heights in the range of approximately 134 m to 233 m. These include: 85 Harbour Street, a 40-storey (134 metre) office building with a PATH bridge connection (File No. 11 194925 ST 28 SA); 90 Harbour Street/1 York Street, a 3-tower development with two residential buildings (224 and 233 metres) and one office building (165 metres), (File No. 11 295626 STE 28 OZ); and 120/130 Harbour Street/10 York Street, a 224 metre residential tower (File No. 11 329885 STE 20 OZ). Many of the developed and un-developed sites in this area have existing site-specific zoning by-laws.
- North: To the north are the elevated Gardiner Expressway, Lake Shore Boulevard below, and the rail corridor. Further north is the St. Lawrence neighbourhood.

Provincial Policy Statement

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong, healthy, resilient communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented and some policies provide flexibility in their implementation, provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The PPS promotes the provision of healthy communities that accommodate an appropriate range and mix of uses to meet long term needs. In accordance with the PPS, densities and land uses in the Lower Yonge Precinct are to be transit supportive, and are to be appropriate for available or planned infrastructure and public services facilities. Land use compatibility is to be considered to ensure that major facilities (such as industries) and sensitive land uses are appropriately separated and buffered, where necessary, in order to minimize adverse effects, and to ensure the long term viability of, industry. Municipalities are to provide for an appropriate range and mix of housing types and densities and to establish and implement minimum targets for the provision of affordable housing.

In accordance with the PPS, healthy, active communities should be promoted by the planning of public streets, spaces and facilities to meet the needs of pedestrians, facilitate active transportation and community connectivity. Additionally, a full range and equitable distribution of publicly accessible opportunities for recreation, including open space, should be provided. Significant built heritage resources will be conserved and development on lands adjacent to protected heritage property will be evaluated to ensure that the heritage attributes of the protected heritage property will be conserved.

Infrastructure and servicing considerations, including capacity for municipal sewage and water services, are to be integrated with land use considerations at all stages of the planning process.

Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required by the *Planning Act*, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

The Growth Plan identifies a number of Urban Growth Centres as priority areas for intensification, including the provision of a mix of uses (such as residential, commercial, recreational, cultural and entertainment) and the establishment of transit-supportive communities. Urban Growth Centres are to accommodate a significant share of population and employment growth. Density targets are measured across each urban

growth centre as a whole and are to be considered together with other policies of the Growth Plan regarding complete communities. The Lower Yonge Precinct is within the Downtown Toronto Urban Growth Centre, which has a density target of 400 residents and jobs combined per hectare.

Other relevant policies from the Growth Plan for the Lower Yonge Precinct include the planning and design of intensification areas to provide a diverse and compatible mix of land uses, provide high-quality public open spaces with urban design standards to create attractive and vibrant places, and to achieve an appropriate transition of built form to adjacent areas. Additionally, employment areas are to be protected.

The development of a Precinct Plan that addresses Lower Yonge as a whole, that balances intensification with standards for appropriate built form and with requirements for high-quality, useable public open space, and that considers both compatibility with, and transitions from, neighbouring land uses and built form, is consistent with the policies and intent of the Provincial Policy Statement and the Growth Plan.

Official Plan

The 2006 OMB Order partially approved the Official Plan. The Order omitted areas covered by the CWSP; therefore, the former City of Toronto Official Plan and not the newer Toronto Official Plan is in force and effect in the Lower Yonge Precinct. While the City of Toronto Official Plan is not in force, it has set out the overall vision for the City's urban structure and future growth since it was adopted by Council in 2002 (and approved by the Ontario Municipal Board in 2006).

The site is located in the *Downtown and Central Waterfront* on Map 2 - Urban Structure. It is designated *Regeneration Areas*, except for the Yonge Street edge which is designated *Parks and Open Space Areas*. This site is within the Central Waterfront Secondary Plan (CWSP) and is subject to the same designations under the CWSP. The *Downtown and Central Waterfront* offer opportunities for employment and residential growth. However, growth in the *Central Waterfront* is guided by the CWSP. The Official Plan policies address the importance of well designed connections between the core and *Central Waterfront*. The renewal of the *Central Waterfront* will create new opportunities for business development, as well as new neighbourhoods with homes for *Downtown* workers. The *Downtown* policies also acknowledge the opportunity to add to the supply of office space south of the rail corridor.

Regeneration Areas are blocks of land that may be subdivided into smaller areas for a wide variety of mixed-use redevelopment. The Official Plan provides that for each *Regeneration Area*, a framework for new development will be set out in a Secondary Plan and development should not proceed prior to approval of a Secondary Plan. The CWSP sets out how precinct implementation strategies will determine the scale of future development, range of uses and the relationship between building massing, density and public spaces for *Regeneration Areas*.

Parks and Open Space Areas are areas for use as parks, open spaces, natural areas and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment facilities. Lands designated Parks and Open Space Areas in the vicinity of Regeneration Areas may be subject to Precinct Implementation Strategies.

Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan was adopted by City Council on April 16, 2003. The purpose of this secondary plan is to identify key public priorities and opportunities and an implementation process for waterfront revitalization.

The Central Waterfront Plan is built on four core principles. These are:

- A. Removing Barriers/Making Connections;
- B. Building a Network of Spectacular Waterfront Parks and Public Spaces;
- C. Promoting a Clean and Green Environment; and
- D. Creating Dynamic and Diverse New Communities.

The CWSP is in force for specific areas where precinct plans and implementing by-laws have been adopted.

<https://www1.toronto.ca/City%20Of%20Toronto/Waterfront%20Secretariat/Shared%20Content/Files/CWSP07.pdf>

While the CWSP was approved by City Council in 2003, it is subject to various appeals and has been modified by the OMB. It has been used as the guiding policy document for waterfront redevelopment and policy implementation. A precinct implementation strategy is the tool detailed the CWSP to provide for comprehensive and orderly development and to implement the policies of the CWSP. Precinct plans and subsequent implementing zoning by-laws have been developed for the East Bayfront Precinct, West Don Lands Precinct, and the Keating Channel Precinct of the Lower Don Lands. Other precinct planning processes are underway for Cousin's Quay (Villier's Island), the Film Studio Precinct and Bathurst Quay.

The CWSP policies require that, prior to the preparation of zoning by-laws or development permit by-laws within the *Regeneration Areas*, Precinct Implementation Strategies will be prepared in accordance with the policies contained in Section 2.2. As well, the CWSP provides that rezoning of individual sites within *Regeneration Areas* will generally only be entertained once a context has been established for the evaluation of specific rezoning applications, through the Precinct Implementation Strategies. In addition, area-wide infrastructure requirements are required to have been determined, including a fair and equitable means for ensuring appropriate financial contributions for their provision, prior to the approval of rezoning applications.

Section 2.2 of the CWSP defines the elements of Precinct Implementation Strategies, including, but not limited to:

- A streets and blocks structure;
- Minimum and maximum standards for building height and massing;
- Strategies to ensure a balance between residential and employment based development;
- Strategies for achieving affordable housing targets;
- Location and phasing of local and regional parks, open space, public use areas and trails;
- Location and phasing of schools, libraries, community/recreation centres, day care, etc;
- Environmental performance standards;
- Provisions for securing the retention of heritage buildings;
- Urban design and public art provisions;
- Provisions to secure necessary roads, transit, trails and bike paths; and
- Financial mechanisms to ensure the above matters are implemented.

The CWSP has specific provisions regarding land use compatibility and noise, vibration, dust, odour, air quality and illumination impacts between the Redpath lands and any development approval applications and public realm initiatives. The objectives of these policies are to:

- i. prevent undue adverse impacts from the proposed land use on the Redpath lands designated as an *Existing Use Area*; and
- ii. prevent undue adverse impacts on the new land use from the Redpath lands designated as an *Existing Use Area*.

Sensitive land uses may be prohibited in the implementing zoning or limited (through massing and siting, buffering and design mitigation measures) in proximity to Redpath lands to ensure compatibility. In addition, noise and air emissions reports shall be required, and vibration and illumination reports may be required, in support of development approval requests. Such environmental reports are to specify how compatibility will be achieved and maintained.

Former Metropolitan Toronto Official Plan

The former Metropolitan Toronto Official Plan remains in force in the Lower Yonge Precinct. The Plan locates the Lower Yonge Precinct within the Central Area, which is identified as the pre-eminent centre within the Greater Toronto Area and the primary location for a variety of governmental and economic activities. The Plan proved policy direction to attain an urban structure that fosters liveability, focus programs on sustainable community development, and enhance the planning process and promote effective collaboration.

Former City of Toronto Official Plan

In addition to the framework set out in the Council adopted policies of the CWSP and the current Toronto Official Plan, the policy framework of the former City of Toronto Official Plan is to be considered and reviewed. The still in-force former City of Toronto Official Plan supports the precinct planning approach and level of analysis.

Chapter 14 of the former City of Toronto Official Plan sets out a policy framework, goals and objectives for the waterfront. These include the primary goal for the waterfront as set out in Policy 14.2 being to promote increased and sustainable public enjoyment and use of the area by ensuring that future developments and action, by both the public and private sectors, will help to achieve certain objectives, including: improving public access to the waterfront, increasing the amount of public parkland across the entire waterfront and enhancing the quality of the waterfront as a place. The general policies for the *Bayfront* area (Policy 14.21) provide that Council shall encourage residential, commercial, institutional and compatible industrial uses in suitable locations in order to increase the area's public character, promote active and varied use of the area by people throughout the year, and assist in meeting Council's housing policies in Section 6 of the Plan.

The Lower Yonge precinct is located in the *Central Bayfront* and *East Bayfront* areas of the former City of Toronto Official Plan; a set of planning and urban design principles for the *Central Bayfront* and *East Bayfront* are set out in Policy 14.28. These policies set out the need for further planning and development for this area to address land use, open space, built form and infrastructure. Development is to be phased at an appropriate pace. To further this comprehensive planning framework, cooperative arrangements among landowners and public agencies and levels of government should be promoted to realize both public and private objectives, including the creation of an appropriate streets and blocks plan.

The planning and urban design principles include that new development in the *East Bayfront* will be of low to medium heights and the *Central Bayfront* will develop at moderate to high intensity and with medium heights. Development is to step down in height to the water and preserve of expansive views from the City to the water. Site specific policies for the 1-7 Yonge Street site set out that building heights are to generally decrease in a west to east direction across the site, resulting in lower buildings along Freeland Street, which respect the built form scale of the *East Bayfront*. A maximum

gross floor area of 7.0 times the area of the lot was permitted, provided all other policies were addressed. Policy 14.28(e) provides that new residential development should be permitted in a manner which promotes the housing goals and objectives in Section 6 of the Plan (which includes policies respecting affordable housing policies and housing suitable for families with children). Policy 14.28 (f) sets out the principle that new residential development should ensure the creation of viable neighbourhoods with an appropriate level of community services and facilities and (g) that redevelopment should be seen as providing opportunities for the introduction of parks and open spaces that serve a regional and a local constituency. Other policies include those addressing compatibility with existing industries and environmental issues, flood control and recognizing and preserving the area's industrial heritage.

Zoning By-law

Former City of Toronto Zoning By-law 438-86, as amended, is applicable to the lands within the Lower Yonge Precinct.

The western block of the Precinct (1-7 Yonge Street) is zoned CR T6.0 C6.0 R0, which permits non-residential development at a density of 6 times the lot area. Although the CR zone category is a mixed use zone, residential uses are not permitted on this site. A restrictive site specific zoning by-law exception, 12(2)297, was approved as part on an OMB settlement in 1995 and further prescribes the form of development on the block. The by-law sets out specific height and massing for the block, which steps down west to east and seeks to preserve views to the south. Maximum base building height adjacent to all streets is 19 metres. Above this height, upper storeys must step back a minimum of 2 metres. Adjacent to Queens Quay and Freeland Street, upper storeys must step back another 12 metres at a height of 30 metres. A maximum height of 85 metres is permitted along the Yonge Street frontage, 60 metres at Lake Shore Boulevard and Freeland Street, and 44 metres at Queens Quay East and Freeland Street. The by-law protects for a potential Harbour Street extension or a new public right-of-way to accommodate a mid-block street between Yonge Street and Freeland Street. It also protects for a generous pedestrian promenade along Yonge Street.

The eastern blocks of the Lower Yonge Precinct, located between Freeland Street and Lower Jarvis Street, are zoned IC D3 N1.5. This zoning permits a variety of industrial and commercial uses in buildings with a maximum density of 3.0 times the lot area with a maximum of 1.5 times the lot area for certain non-residential uses. The Zoning By-law does not specify a height limit on these blocks.

City-owned lands (public right-of-way) in the northwest corner of the precinct which comprise the splay formed by the sweep of Harbour Street across Yonge Street are zoned CR T3.0 C3.0 R0, which permits development at a density of 3 times the lot area. Residential uses are not permitted on these lands, the mixed use zone notwithstanding. The lands are not subject to a height limit.

The harmonized city-wide Zoning By-law 569-2013 does not apply to the lands within the Lower Yonge Precinct.

Urban Design Guidelines

Council has adopted site-specific urban design guidelines for the 1 Yonge Street site, which were originally prepared in 1995 in conjunction with the restrictive site-specific zoning by-law exception 12(2)(297). The guidelines support the site-specific zoning provisions and also address microclimate and a sunlight angular plane. The guidelines can be found at the following link:

http://www.toronto.ca/planning/urbdesign/pdf/44_1yongestreet.pdf.

Other lands within the Lower Yonge Precinct are not currently subject to site- or area-specific urban design guidelines.

Community Engagement Process

The Lower Yonge Precinct Plan study has been supported by a number of methods and strategies to engage the public and obtain feedback. These have included:

- *Stakeholder Advisory Committee (SAC):* A stakeholder group representing a balanced range of interests in the area was convened at the outset of the project. The group includes neighbouring residents, businesses, waterfront community groups and other interested parties. Three SAC meetings have been held throughout the process, facilitated by a third-party facilitator. At the most recent meeting on July 7, 2014, SAC members engaged in a presentation on the outcome of the Urban Design Report and the conclusion of the first phase of the precinct planning process;
- *Landowner Meetings:* Staff from the City and from Waterfront Toronto have met with the three major landowners in the Lower Yonge Precinct throughout the process to take feedback and address site specific issues. Staff presented recommendations of the Urban Design Report and the key directions for the emerging Precinct Plan to representatives of the three landowners on July 8, 2014;
- *Public Meetings:* The City Planning Division and Waterfront Toronto have hosted two well-attended public meetings at key milestones in the Lower Yonge Precinct Plan process, in May and October 2013. Notes, presentations and information from the two public meetings are posted on the Waterfront Toronto website:
http://www.waterfronttoronto.ca/explore_projects2/central_waterfront/lower_yonge_precinct_planning; and
- *Communications:* Print, on-line, and social media methods have been used to communicate the study and process, as well as obtain public input.

The consultation required for the Transportation Master Plan with respect to Phase 1 and Phase 2 of Ontario's Municipal Class EA guidelines has been integrated into this consultation process and its requirements have been satisfied. The Consultation Plan for the TMP EA, included engagement with a Technical Advisory Committee, the

Stakeholder Advisory Committee, the public, land owners and Aboriginal communities. More information about the community engagement process is provided above and documented in the TMP EA.

COMMENTS

The October 16, 2012 staff report titled "Lower Yonge Precinct Plan – Update" set out a two phased work program for the Lower Yonge Precinct Plan. The first phase of the work program was to address the larger structural elements of the precinct plan and would be informed and work in tandem with a Transportation Master Plan Environmental Assessment.

This Proposals Report concludes Phase 1 of the work program and sets the stage for Phase 2. Together with the Urban Design Report and the Transportation Master Plan, it addresses the major directions that will allow for the comprehensive development of the Precinct, including:

- a streets and blocks structure plan;
- standards for building height and massing;
- balance between residential and employment based development;
- location and phasing of parks, open space, and public use areas;
- retention of heritage buildings;
- urban design and public art guidelines; and
- roads, transit, pedestrian connections, and trails and bike paths.

To summarize the outcomes of the Phase 1 work program, this report describes the emerging Lower Yonge Precinct Plan, summarizes the work undertaken by Perkins+Will within the Lower Yonge Urban Design Report, reports on the Transportation Master Plan, and brings forward planning and policy directions for the Lower Yonge Precinct Plan.

Emerging Lower Yonge Precinct Plan

The Lower Yonge Precinct, like all waterfront precincts, will be comprehensively planned to be a unique place of beauty and quality. The emerging Lower Yonge Precinct Plan will provide for a liveable, complete community with a fine-grained network of varied and distinct public spaces. With a mix of residential, office, and retail uses, the precinct will provide homes and workplaces for thousands of Torontonians, balancing residential and office development to create a vibrant mixed-use community. Overall, the precinct should exemplify a high standard for planning and development appropriate to its privileged waterfront location, in the tradition of prior waterfront precinct planning initiatives.

The anchor of the public realm in the emerging Precinct Plan is a large central park. Much of the Precinct will be defined by its relationship to this central space. The park will become the heart of the community, serving the anticipated population of residents and workers and adding to the range of recreational experiences along the waterfront.

The Precinct will be served by a fine grained network of public streets. The street network will facilitate the reconnection of the City to its waterfront and improve connectivity across the waterfront between emerging neighbourhoods. The plan proposes the extension of Harbour Street east across the Precinct, the potential connection of Cooper Street north to Church Street (across Lake Shore Boulevard and through the railway embankment), the creation of a new, local north-south street between Cooper and Jarvis Streets, and the regularization of the intersections of Yonge Street with Lake Shore Boulevard and with Harbour Street, by removing the sweeping "S-curve".

Harbour Street will serve as the central spine of the neighbourhood. It provides the opportunity for a local "high street," providing retail and services to the surrounding community. Yonge Street and Jarvis Street, with generous pedestrian promenades, will connect the Lower Yonge Precinct to the city to the north. The Cooper Street extension offers an exciting opportunity to connect the Precinct to the St. Lawrence Neighbourhood north of the rail corridor. Queens Quay, often called "the waterfront's main street", connects emerging communities across the waterfront. Its design will include tree-lined promenade paved with a granite mosaic, a separated multi-use trail, and dedicated light rail transit.

Privately owned, publicly-accessible open spaces (POPS) will be a key part of the Precinct's public realm network. The emerging Precinct Plan relies on these spaces to reinforce the structure of the Precinct. Blocks within Lower Yonge will incorporate POPS to expand the number and variety of pedestrian routes through the Precinct and provide an even distribution of needed open spaces. POPS may include mid-block connections, courtyards, or connections to the PATH.

The transportation needs of residents, workers, and visitors to Lower Yonge will be met through the network of existing and new public streets, close proximity to the multi-modal transportation hub of Union Station, the future East Bayfront Light Rail Transit line along Queens Quay, and a public realm designed to provide pleasant conditions for pedestrians and cyclists.

A successful public realm in the Lower Yonge Precinct will require broad spacing between tall buildings and thoughtful organization of base buildings to achieve positive microclimatic conditions. Development within the Precinct will be organized to give prominence to the mid-rise scale at the base of developments. Each aspect of development along the street edge will contribute to the pedestrian experience – the way each building is shaped, articulated and occupied adjacent to the sidewalk. Buildings along street edges will be 6 or 7 storeys; building facades will be articulated into smaller segments typical of traditional neighbourhoods developed on smaller lots; and all streets will be fronted with windows and doors rather than blank facades. Higher order streets,

such as Harbour Street, Queens Quay, Yonge Street and Lower Jarvis Street will be animated with shops and restaurants. Prominent base buildings will divert winds before they reach the sidewalk and a combination of wide rights-of-way and at-grade setbacks will allow sunlight to reach the sidewalk and open up skyviews. Tall buildings will be pushed away from the street edges with broad upper level step-backs.

There is one listed property within the Lower Yonge Precinct listed on the City's inventory of heritage buildings. 55 Lake Shore Boulevard East contains the LCBO's office headquarters and warehouse. The heritage buildings will be retained, with modifications necessary to achieve the proposed extension of Harbour Street. The Precinct will benefit from the retention of these older structures, adding interest and distinction.

As a resilient community, the Lower Yonge Precinct will be designed to mitigate and adapt to future weather conditions. Better conservation, creative stormwater management, and integrated energy solutions will reduce demands on sewer, water and electricity infrastructure. It will be a community where trees, green spaces and a biodiverse habitat thrive and where residents find it easy to walk and bike.

All waterfront precincts seek to establish a balance of places to live and work as one of the means by which they become complete communities. The emerging Lower Yonge Precinct Plan intends a high proportion of office development within this mixed use community. The construction of office buildings will have a tangible impact on the vibrancy of the community. The Precinct will be a centre of activity 24 hours a day, with substantial numbers of office workers needing services and generating demand for shops, restaurants and open spaces. The Plan anticipates sites near Yonge Street and along Queens Quay as potential office locations. Adjacent to the Precinct, Redpath Sugar is an important feature of Toronto's waterfront. Development in the Lower Yonge Precinct will be located, designed and constructed to be compatible with this industrial use.

Strong, vibrant, and complete communities rely on a successful public realm, transportation access, and a mix of uses to thrive. Livable communities require strong community infrastructure. Residents of the Lower Yonge Precinct will have access to community services including schools, daycare, public libraries, and community recreation. The Precinct will be home to households with a range of incomes, ages, and household sizes, supported by affordable housing and a range of dwelling unit sizes.

Lower Yonge Urban Design Report

Waterfront Toronto engaged urban design consultants Perkins + Will to provide guidance regarding the organization and development of the Lower Yonge Precinct. Although initially described as "Urban Design Guidelines" the work undertaken had a substantially broader and more defining scope. Perkins + Will, working together with Waterfront Toronto and City of Toronto staff, and working concurrently on the Lower Yonge Transportation Master Plan Environmental Assessment, Perkins + Will produced a public realm framework for the Precinct and detailed built form recommendations. Re-titled

"Lower Yonge Urban Design Report: Principles and Recommendations", this work forms the basis of the emerging Lower Yonge Precinct Plan. The Urban Design Report is attached at Attachment 4.

The Urban Design Report provides a detailed description of the lands that comprise the precinct, the creation of the lands, their heritage context and current development. Surrounding development and planning frameworks, as well as policy context, are described and analyzed to ensure that development within Lower Yonge will respond appropriately.

The Urban Design Report introduces five broad urban design principles that form the basis for its recommendations and guidelines. The principles are:

- Ease of movement;
- Diversity of uses;
- Well-loved public places;
- Pedestrian comfort; and
- Good urban form.

The Urban Design Report outlines numerous recommendations with respect to planning and design of the public realm. It adopts the findings of the Lower Yonge Transportation Master Plan with respect to the Precinct's future street network, and expands upon the TMP to recommend how to design the boulevard portions of the rights-of-way. It recommends two options for the location and configuration of the central park, and proposes extending the public realm with a network of privately owned, publicly-accessible open spaces. It also makes recommendations with respect to public art.

In addition to the public realm, the Urban Design Report provides extensive recommendations with respect to the built form of future development in the Lower Yonge Precinct. It anticipates base buildings of 6 to 7 storeys playing a major role in establishing the precinct's character and in determining the quality of the pedestrian experience, and its recommendations address base building height, relationship to public streets, setbacks, ground floor animation, and parking, loading, and servicing.

The Report further recommends standards respecting tall buildings, in consideration of their potential impact on the public realm, the wider waterfront context, and the principle of tall buildings stepping down toward Lake Ontario. Recommended standards address the height of tall buildings, floor plate sizes, stepbacks, and separation distances. The report recommends a new development performance standard, the Tower Area Ratio (TAR), which measures the percentage of the tower(s) floor plate area as a ratio of the total block area, to help shape overall character.

Lower Yonge Transportation Master Plan Environmental Assessment

To support the development of the Lower Yonge Precinct Plan, a Transportation Master Plan (TMP) Environmental Assessment (EA) was carried out to both assess the existing transportation network conditions and to develop and test changes to the transportation network that would be needed to support intensification of the Precinct. The study area for the Lower Yonge TMP matches that of the Lower Yonge Precinct, with the addition of the segment of Harbour Street, east of Lower Simcoe Street. The Lower Yonge Transportation Master Plan Environmental Assessment is attached to this report as Attachment 5.

The TMP was carried out in accordance with the Phase 1 and Phase 2 requirements of the Municipal Class EA. This process includes identification of a problem or opportunity (Phase 1), the development and evaluation of alternative solutions (Phase 2) for addressing the problem or opportunity and the identification of a preferred solution. Typical of a TMP process, a series of changes to the transportation network have been recommended, some of which will require further and more detailed EA work prior to construction.

Originally designed to accommodate industrial and commercial activity along the City's waterfront, the existing road network in the Lower Yonge Precinct Area is heavily oriented to vehicles. Pedestrian and cyclist conditions are generally poor, and transit service within the Precinct is minimal. Given the proximity of the Precinct to the Downtown area and the Gardiner Expressway, the existing transportation network is responsible for carrying significant regional traffic volumes to and from Downtown Toronto. Although there are circulation constraints and vehicular delays at some intersections both within and outside the Precinct, the transportation network is generally capable of handling existing travel demand as the Precinct itself generates only moderate levels of vehicular, pedestrian, and cyclist activity.

As the industrial waterfront of the past transitions to newer, mixed use residential and commercial development, a different mix of transportation infrastructure with a greater emphasis on walking, cycling, transit, and car-sharing modes is needed. For the Lower Yonge Precinct to evolve into a dynamic, mixed-use community, the local transportation system must also evolve to serve these uses and the people who will live, work, or visit the Precinct. Significant growth is anticipated within the Precinct and key transportation opportunities to serve that growth include the creation of a more fine-grained road network, improvements to pedestrian and cycling conditions, and changes to the vehicular circulation through the Precinct that will efficiently balance regional and local traffic demands.

Alternative Solutions

A series of Transportation Principles were developed to guide the planning process and generate the transportation network alternatives as part of Phase 2 of the TMP. The Principles are informed by the CWSP, as well as several other City of Toronto policies, including: the Official Plan, Pedestrian Charter, Walking Strategy, Bike Plan, and PATH Pedestrian Network Master Plan. The Principles include:

- Encouraging sustainable transportation, such as walking, cycling, and transit;
- Supporting ease of movement to, from, and within the precinct;
- Balancing regional and local vehicular circulation and accessibility;
- Encouraging vibrant, mixed-use development within Precinct; and
- Supporting Yonge Street's role as an important public space connection between the downtown and the waterfront.

Using the Transportation Principles, four alternative networks were developed with each alternative featuring a different level of intervention and investment in changes to the road network. The alternatives included:

Alternative No. 1: No Change - evaluates how well the existing transportation network would support future land use changes for the Lower Yonge Precinct. This alternative assumes no major changes to the current network for any mode. This alternative is important for establishing a baseline for comparing the performance and traffic impacts of the other transportation network changes.

Alternative No. 2: Neighbourhood Streets - introduces a street network that is conducive to a more vibrant, mixed-use neighbourhood land use pattern. The extension of Harbour Street eastward from Yonge Street, and the addition of New Street east of Cooper Street from Lake Shore Boulevard East to Queens Quay East create smaller blocks and a more permeable grid that encourages walking, cycling and transit use. In addition the removal of the Harbour Street “S-curve,” which connects Harbour Street to Lake Shore Boulevard, creates more regular blocks and intersections, as well as a less auto-oriented street network. The pedestrian network is also enhanced by extending the underground PATH network into the study area, potentially connecting with the development proposal at 1 & 7 Yonge Street.

Alternative No. 3: Closing the Gap - provides many of the same improvements as Alternative 2 in terms of the extension of Harbour Street and the creation of New Street. In addition to these improvements, Alternative 3 also establishes a new connection across the Lake Shore Boulevard/Gardiner Expressway corridor, helping to close the gap between Lower Yonge and the Downtown area. Under this alternative, Cooper Street would be extended to the Church Street commercial corridor via a tunnel beneath the Gardiner Expressway and the rail yards that would accommodate pedestrians, cyclists and vehicles. In addition, the Bay Street on-ramp to the Gardiner Expressway is removed thereby enabling an easterly extension of Lake Shore Boulevard from Bay Street to Yonge Street.

Alternative No. 4: Regional Connections - similar to Alternative 3 in terms of the local street network development and connections to the Downtown area. In addition, this alternative includes the replacement of the Gardiner Expressway off-ramp at Lower Jarvis with a new off-ramp at Yonge Street. Removal of the off-ramp at Lower Jarvis Street enables both a normalized intersection at Lake Shore Boulevard and Lower Jarvis

Street and a widening of Lake Shore Boulevard between Yonge Street and Lower Jarvis Street. This would require the removal of the existing Bay Street on-ramp to the Gardiner.

The alternative solutions were evaluated against one another using criteria that consider the environment as broadly defined by the *Environmental Assessment Act* (e.g. the natural environment, the cultural environment, land use, cost effectiveness and a variety of transportation measures that reflected the overarching TMP principles).

Assumptions

The alternative solutions were developed and modeled under 2031 conditions when future waterfront developments and transportation projects are assumed to be built. The Lower Yonge Precinct land use was developed during the creation of the Urban Design Report. The land use mix between residential and commercial represents a vibrant, walkable district, with complementary parkland to support both new residential and commercial development, but also support the Precinct as a tourist destination.

Recommended Solution

Alternative 4: Regional Connections, was found to be the preferred alternative. All of the transportation components in Alternative 4 satisfied the evaluation criteria, providing significant improvements to both regional and local transportation infrastructure for pedestrians, bicyclists and vehicles, and a sufficient level of traffic operation for the proposed land use program, including the high level density assumptions for the Precinct considered. Details of the recommended solution are documented below.

Gardiner Expressway and Lake Shore Boulevard

A key feature of the preferred alternative is the redistribution of traffic away from Harbour Street, which enables the conversion of Harbour Street from one-way to two-way operations and introduction of pedestrian amenities. The preferred alternative builds off the results of the York-Bay-Yonge Ramp EA study, which recommended the removal of the York-Bay-Yonge ramps and introduction of a new off-ramp from the Gardiner Expressway at Lower Simcoe Street. The redistribution in traffic is accomplished through this work together with two key changes to the road network that are included in the preferred plan. These include:

1. the shortening of the Lower Jarvis Street off-ramp from the Gardiner Expressway to connect with Lake Shore Boulevard just west of Yonge Street; and
2. the removal of the Bay Street on-ramp to the Gardiner Expressway (previously addressed in the York-Bay-Yonge EA study, and found to have a minimal impact on traffic operations) and the introduction of southbound left turn movements at the intersection of Bay Street and Lake Shore Boulevard West.

These changes to the Gardiner Expressway on/off-ramps will provide more efficient routes to/from the Downtown area and will minimize the volume of traffic using Harbour

Street as a route to/from the Downtown area. Overall, the changes will provide increased network connectivity and will minimize the elevated expressway infrastructure.

The preferred alternative also includes the expansion of Lake Shore Boulevard East, between Yonge Street and Jarvis Street from two lanes to three. The additional lane occupies the footprint of the shortened Gardiner off-ramp to Jarvis Street. Removing the Jarvis Street off-ramp from the Lower Jarvis Street and Lake Shore Boulevard East intersection would also enable operational improvements at this intersection.

Harbour Street

The preferred plan includes the conversion of Harbour Street between Yonge Street and Lower Simcoe Street from one-way to two-way operations. This provides improved access from the Precinct to destinations in the northwest, and also supports the extension of Harbour Street as a two-way street through the study area to Lower Jarvis Street, providing local site access and circulation. At the intersection of Harbour Street and Yonge Street, the existing “S-curve” is removed to regularize the Yonge/Harbour and the Yonge/Lake Shore intersections. Any surplus property could be used for enhanced boulevard opportunities, incorporated into development, or potentially put to other uses. The reconfiguration would also significantly improve pedestrian and cycling conditions.

Local and Connector Streets

A new, north-south two-way local street east of Cooper Street is added between Lake Shore Boulevard and Harbour Street, thereby improving connectivity and property access within the Lower Yonge Precinct. Cooper Street is also proposed to be extended north from Lake Shore Boulevard to Church Street via a new tunnel under the rail corridor. This new connection would greatly improve accessibility between the Downtown and the Waterfront for all road users. The extension of Cooper Street would be subject to the redevelopment of the existing property on the north side of the rail corridor - currently occupied by a Toronto Parking Authority garage and a residential building owned by the Toronto Community Housing Corporation – suggesting a much longer timeframe for implementation.

Transit

The future East Bayfront Light Rail Line (LRT) is planned to run along Queens Quay at the southern edge of the study area. This LRT line will extend from the Lower Don Lands in the east, along Queens Quay, and then connect to an underground tunnel just west of Yonge Street, before heading north to Union Station under Bay Street. This LRT, together with the new pedestrian-friendly streets, would greatly expand the transit accessibility of the study area.

Further changes to the existing local and regional transit service would be considered as residential and commercial development proceeds.

Pedestrian Network

All new streets, including the Harbour Street Extension, New Street, and the Cooper Street Extension will accommodate pedestrians and include sidewalks on both sides of the street as well as high-visibility crosswalks at all intersections.

New north-south midblock pedestrian pathways will be introduced to the blocks west of Cooper Street to further enhance the pedestrian connectivity within the Precinct.

Moreover, pedestrian connectivity to downtown Toronto could also be improved by extending the PATH network from the northwest area of the precinct and north to connect to a future extension of the PATH along the rail corridor.

Cycling Network

The Harbour Street Extension, between Yonge Street and Jarvis Street, is designed to accommodate a shared roadway for autos and cyclists, using shared pavement markings. This segment will connect to the existing bicycle lanes on Yonge Street, which provides cycling connectivity north into Downtown Toronto, and south to the Martin Goodman Trail along Queens Quay. Shared pavement markings or “sharrows” will also be implemented on Freeland Street, Cooper Street and New Street, further enhancing the bicycle network. The Cooper Street tunnel roadway will provide a striped bicycle lane connecting Cooper Street to Church Street. Bicyclists intending to access the waterfront cycle path along Queens Quay can cross at the signalized intersection at Queens Quay and Freeland Street.

Phased Development Approach

A sensitivity test of Alternative 4 was conducted to understand the traffic impacts of an interim phase of development, where the current Loblaw’s site is not disrupted by the extension of Harbour Street between New Street and Lower Jarvis Street. The rationale behind testing this variation was to understand whether the Harbour Street connection at Lower Jarvis Street changes the Alternative 4 traffic results. The remaining intersections and links in the network are unchanged from the original Alternative 4 scenario.

The traffic model results for Alternative 4A did not display any significant differences from the Alternative 4 results, indicating that a phased development approach would be acceptable.

Planning and Policy Directions

Attachment 6 provides a point form summary of Planning and Policy Directions emerging for the Lower Yonge Precinct Plan. These directions are outcomes of the Urban Design Report, Transportation Master Plan, and planning review, analysis and consultation undertaken by City staff and by Waterfront Toronto.

The Planning and Policy Directions are most detailed in relation to those topics that were the focus of the Phase 1 work program: land use, built form, transportation (and the resulting streets and blocks structure), parks, heritage, and public realm, including public art. The Planning and Policy Directions also provide initial guidance on topics that are

crucial to planning for a successful waterfront precinct and which will be more thoroughly reviewed in Phase 2 of the work program, including: community services and facilities; housing; servicing; sustainability, and implementation tools.

Land Use

The Planning and Policy directions for the emerging Precinct Plan call for a mix of uses in the precinct, including a significant proportion of employment uses (office). With significant residential development, the Precinct will emerge as a waterfront residential community. As well, located within the *Downtown and Central Waterfront*, in close proximity to Union Station and the planned (but unfunded) East Bayfront LRT, the precinct is an appropriate location for growth of employment uses.

The Lower Yonge Precinct Plan will support development of employment uses, and potentially targets for a proportion of total development to be employment. Nearby areas are planned or developed with 25% to 40% of floor area dedicated to employment uses. These are starting points to assess an appropriate proportion of employment to consider tools to secure its development alongside residential uses.

While the entire Precinct is potentially appropriate for office development, the emerging Precinct Plan would particularly encourage certain locations. The land between Yonge and Freeland Streets is the portion of the precinct in closest proximity to Union Station and the general location of a future potential connection to the PATH system. Parcels along Queens Quay will benefit from proximity to the planned LRT and may be part of a land use pattern that ensures compatibility of the Precinct's development with the Redpath Sugar facility, building on strategies further to the east, which focus non-residential uses on Queen's Quay in support of transit.

The Precinct Plan may also prioritize certain areas for retail uses, with regard for the planned character of various streets, objectives to animate adjacent public spaces, and the desire to avoid a long-term oversupply of retail space leading to vacancies.

The Planning and Policy Directions do not make a final recommendation as to the ultimate density of development in the Lower Yonge Precinct. Density permissions will ultimately be derived from built form, transportation and servicing capacity, the delivery of community facilities to support a growing population of residents and employees, and the provision of public amenities in the area. The Urban Design Report and the Transportation Master Plan have both tested an average net density of 11.0 times the area of the lot, with a 60/40 split of residential and office/commercial development. Based on certain development assumptions, this density would result approximately 5,300 residential units and a population of 8,500 persons, as well as 250,000 square metres of commercial gross floor area and 10,000 employees.

Phase 2 of the Lower Yonge Precinct Plan work program will continue to test assumptions related to density of development. Furthermore, ongoing discussions with landowners will continue to influence the planned location of residential and office development as their proposals evolve. Landowners have requested further clarity on how

density would be distributed across the area and have expressed concern that a density of 11.0 times may represent underdevelopment of the Precinct. For example, the active development application on the 1-7 Yonge Street site is proposed at a density of about 22 times the area of the site.

The next phase of the Precinct Plan study will continue to acknowledge that changes to the amount of density or shifts in the split of land uses, will impact many elements of the final Precinct Plan such as built form, transportation, services, and community facility needs.

Built Form

The Planning and Policy Directions generally incorporate the recommendations of the Urban Design Report with respect to built form.

The massing, interior organization and architectural detailing of base buildings will have a major impact on the quality of the public realm and the experience of pedestrians. Base buildings will establish the desired neighbourhood scale and character. Buildings will be lined with street related uses including retail typical of a mixed-use Toronto neighbourhood, with servicing and loading access points carefully controlled to minimize their impacts on the public realm. The majority of the Precinct will be built-out with base buildings at a maximum height of 26 metres, or approximately 6 or 7 storeys. These heights maximize sunlight on streets and parks, while mitigating the visual and physical impacts of taller buildings located throughout the Precinct. Along the Gardiner Expressway and Lake Shore Boulevard East corridor, base building heights will be a maximum of 38 metres, proportional to the wider adjacent right-of-way.

In addition to providing appropriate microclimatic conditions, the proposed base building height limits, in combination with upper level step-backs, and controls on tower heights and spacing, will result in a comfortable proportional relationship with the width of streets; provide ample skyviews; allow new development to fit harmoniously with the listed heritage buildings at 55 Lake Shore Boulevard East; and, establish a consistent "human-scaled" built form character for the Precinct.

Tall buildings are also part of the emerging Precinct Plan. In consideration of the Precinct's closer proximity to the Downtown context, tall buildings will likely be more predominant than in most other Waterfront precincts. Tower concentration will be carefully regulated using an expanded range of tools designed to minimize their impact and protect the quality of the public realm. In addition to the usual limits on tower height other performance measures will include:

- large tower step-backs from the face of base buildings (between 5 and 10 metres);
- facing distances between towers of 30 metres or more;

- limitations on tower floor plate area and dimensions (750 square metres for residential buildings and 2,200 square metres for office towers); and,
- a limit to the percentage of area in each block that can be occupied by towers, a tool called "Tower Area Ratio" (35 percent for blocks with towers up to 80 metres tall, 20 percent for blocks with taller towers).

Buildings heights will be organized within three maximum height zones that step down from north to south, towards the lake. These zones would have height limits of 150 metres, 120 metres, and 80 metres south of Harbour Street. Together these measures will minimize the negative impacts of towers on the appearance and quality of the public realm by directing the greatest density away from the street edge and towards the middle of the block in attenuated forms that ensure adequate sunlight on streets and open spaces, as well as views of the sky at the sidewalk level.

The next phase of the Precinct Plan study will further refine the built form parameters for Lower Yonge, including consideration of whether any site specific circumstances on individual blocks may result in variation to the form of individual developments. Landowners have questioned whether the proposed height limits appropriately reflect heights achieved in the surrounding area and are concerned that the performance standards for tall buildings differ from those set out in the City's Tall Buildings Guidelines.

Heritage

The conservation of heritage and archaeological resources will play a vital part in creating a special and distinctive waterfront. The Provincial Policy Statement (2014), the City's Official Plan and the CWSP all intend heritage buildings and features to be conserved, archaeological resources to be protected, and lost heritage to be commemorated. Properties of cultural heritage value are listed on the City's Inventory of Heritage Properties. Heritage Preservation Staff have reviewed properties in the Precinct to identify archaeological features worthy of investigation or commemoration.

There is one listed property within the Lower Yonge Precinct at 55 Lake Shore Boulevard East. This is the site of the LCBO's Headquarters office building and warehouse each identified as heritage resources. The LCBO buildings are the last remaining structures in the Precinct from the mid-20th century industrial era. Designed by the prominent Toronto architectural firm Mathers and Haldenby, the buildings are in the modernist style with elegant, symmetrical facades.

There is an opportunity for significant conservation of these resources in conjunction with redevelopment. Their preservation provides a valuable opportunity to imbue the new neighbourhood with a richness best achieved through the retention of older structures. Their height and massing will provide a context for new development to reference. The warehouses loading area may enhance and extend the public realm as a mid-block pedestrian connection.

The emerging Precinct Plan would preserve the LCBO headquarters building and the northern portion on the warehouse. Preservation of the warehouse in its entirety would only be possible if the future extension of Harbour Street were compromised. The emerging Lower Yonge Precinct Plan breaks down large industrial land parcels into smaller blocks of a size more typically found throughout the Toronto. The extension of Harbour Street as the central spine of the future precinct is part of this approach. One consequence of the proposed Harbour Street is its impact on the LCBO warehouse building. The expectation is that the heritage building will be conserved, although altered, with the majority of the building remaining in place as part of a new development.

With respect to archaeological resources, Heritage Preservation Services staff reviewed properties within the Precinct looking for potential below-grade features that may be impacted by soil disturbance activity. Features identified as worthy of commemoration include:

- structures associated with the Royal Canadian Air Force Equipment Depot No. 1 (1940- 1946) which were scattered throughout the study area; and
- the 1925 Bulkhead/Pierhead line, the temporary extent of lake fill operations along the south edge of the Lower Yonge Precinct.

The head of the Toronto Electric Light Co. Wharf (1893 – 1925), potentially located at 55 Lake Shore Blvd E, may require further archaeological investigation. The large wharf was expanded between 1903 and 1910 and featured up to two structures. Substantial portions of the foundation may survive; therefore, any deep soil disturbance activity would be subject to a programme of archaeological monitoring to photograph and fully document any remains.

Parks

Completed precinct plans across the Central Waterfront have planned for the dedication of substantial public parkland. The emerging Lower Yonge Precinct Plan will have a sizable public park consolidated in a central location within the Precinct, with public parkland totalling at least one hectare. The park is to serve the needs of thousands of future local residents and workers, and will also emerge as a public space that contributes to the Precinct's local character and 'sense of place'.

One hectare of parkland, with appropriate dimensions and configuration, will provide opportunity for design and programming to meet recreation needs of local residents and provide variety into the waterfront park system of parks and open spaces. The function of the central park will be both a neighbourhood park and a community part within the City's park classification system. As such, the park must be located, shaped, designed, and sized to provide programming that meets the needs of local residents and workers.

The streets and block structure put forward in the Urban Design Report results in blocks that are well-sized for potential park parcels. The Report puts forward two options for parkland location and configuration:

- a single block of parkland bounded by Harbour Street, Freeland Street, Cooper Street, and Queens Quay East; or
- a block of parkland bounded by Harbour Street, Cooper Street, New Street, and Queens Quay East, complemented by a north-south linear park on the east side of Cooper Street between Harbour Street and Lake Shore Boulevard East.

The merits of each of these options will be weighed and assessed in phase 2 of the precinct planning process. Considerations will include the optimal size and configuration to accommodate the needed active and passive recreational program; potential to maximize sunlight access and limit shadow impacts from surrounding development; the park's fit within the larger network of waterfront open spaces; and the feasibility of implementation in a timely manner.

Chapter 415 of the Municipal Code includes the Lower Yonge Precinct in a Parkland Acquisition Priority Area. The City's alternative rate of parkland dedication will be the primary means of acquiring land for the park. On a preliminary basis, staff expect that application of the by-law across the precinct will generally result in an overall dedication of 15% of net site area, resulting in roughly one hectare of parkland in the Lower Yonge Precinct.

Both of the park options are located entirely on lands owned by LCBO. Notwithstanding the proposed locations, the future park is infrastructure necessary to support a complete community and will benefit all landowners. As such, the burden of conveying parkland should be the responsibility of all landowners in the Precinct, proportionate to the development potential of their respective lands. Implementation of the Precinct Plan should ensure that all landowners contribute to delivery of the parkland in a fair and equitable manner.

Privately Owned Publicly Accessible Open Spaces

The Urban Design Report articulates a public realm framework for the Lower Yonge Precinct comprises parkland and streets, as well as privately owned, publicly-accessible spaces (POPS). The Urban Design Report recommends that all blocks incorporate these features and recommends specific guidelines, including measures to ensure that POPS are highly visible from the adjacent public realm, perceived as public, well used, and safe to inhabit at all times.

Specific suggestions for POPS include the development of north south mid-block connections in two specific locations where they would subdivide larger blocks and provide additional pedestrian routes to the waterfront. It is also recommended that the

loading area at 55 Lake Shore Boulevard East, between the two heritage buildings be developed as a mid-block pedestrian route. In this instance the development of the POPS would support the retention of the existing space framed by the heritage buildings, a unique space that has been identified as a feature of the heritage property that should be preserved. Other suggestions for POPS are courtyards, plaza's, and PATH connections.

While the Urban Design Report recommends that all blocks incorporate POPS at grade, the final Precinct Plan will need to consider the implications for the Loblaws site at 10 Lower Jarvis, since future plans are expected to continue to include a large format grocery store.

Public Art

The emerging Precinct Plan will advocate for public art as a means to evoke or reinforce a sense of place for the Lower Yonge Precinct. The Planning and Policy Directions propose that development in the Lower Yonge Precinct will follow the City's Percent for Public Art Program Guidelines. Those Guidelines recommend that a minimum of one percent of the gross construction cost of each significant development be dedicated to public art. Each developer will decide whether their contribution will fund art on the publicly accessible portions of their property, be allocated for art within nearby public lands, or a combination of the two. All public art in Lower Yonge will be located on publicly accessible portions of development parcels – within setbacks adjacent to the public sidewalk; within areas on-site subject to public access easement agreements; or in the instance of funds allocated for art off-site, within publicly owned parks in the Lower Yonge Precinct.

Transportation

The Planning and Policy Directions rely on the street network proposed by the Lower Yonge Precinct Transportation Master Plan, discussed above, as well as provisions for the future East Bayfront Light Rail Transit line and facilitating active transportation through provisions regarding pedestrians and cyclists.

The Planning and Policy Directions for the new street network also reflect recommendations of the Urban Design Report respecting the public realm, including:

- a wider sidewalk on the north side of Harbour Street, wider than on the south side to leverage its greater access to sunlight in order to encourage activity on the street;
- prohibiting access to servicing and parking areas from Harbour and Cooper Streets in anticipation of the higher volumes of pedestrian activity on those streets;
- expanding sidewalks on north south streets through building setbacks; and
- designing setbacks to be indistinguishable from the public sidewalk.

The next phase of the Precinct Plan study will rely on the road network planned in the TMP. Landowners have requested that staff review the specific proposed alignment of Harbour Street and Cooper Street.

Community Services and Facilities

Investments in Community Services and Facilities (CS&F) are the building blocks of vibrant, strong, and complete communities as they provide residents with the common spaces and services in which human interaction and community networks are cultivated. Ensuring that there are adequate CS&F to meet both existing and future community needs in areas where growth is anticipated are fundamental considerations in planning for new development as these facilities form the foundation for neighbourhoods across the City.

The Planning and Policy Directions for the emerging Precinct Plan direct the completion of a Community Services and Facilities Strategy and identify priorities for community facilities. Not all of the facilities must be provided within the boundaries of Lower Yonge, but all must be addressed in the ultimate strategy in order to meet the needs of future residents. Unlocking the development potential fo Lower Yonge will depend on successful implementation of the CS&F Strategy.

The City of Toronto's Official Plan, Section 3.2.2 provides a policy framework that requires that: community services and facilities strategies be prepared for areas experiencing major growth and change; supports the integration of CS&F as part of private development; and encourages shared use (co-location) of community facilities. One of the objectives of the Central Waterfront Plan is to create a community with good buildings, attractive open spaces, a full spectrum of community services and facilities and good quality housing for a diverse community.

City Planning staff have been and will continue to work with other City divisions and agencies to prepare a CS&F Strategy to support the Lower Yonge Precinct Plan. Facility needs are under review examining a study area bounded by Dundas Street to the north, Parliament Street to the east, Toronto Islands to the south, and Spadina Avenue to the west. The CS&F Strategy will include planning for: non-profit child care centres; community recreation centres; public libraries; public schools (TDSB and TCDSB); and human services.

Development of the Lower Yonge Precinct Plan will ultimately bring thousands of new residents into the area. This growth will occur within a context of recent growth in the larger CS&F study area, which has seen a population increase of 34.4% since 2006. Almost half (42.5%) of the population is composed of people between the ages of 25-39 years.

Phase 2 of the precinct planning process will confirm CS&F priorities. The emerging priorities that have been identified and would be required to support the planned growth for the Lower Yonge Precinct include:

- 2-4 non-profit child care facilities
- A community recreation centre (25,000-30,000 square feet)
- Accommodation for approximately 320 public elementary students
- Human and social service community facility space
- St Lawrence Library – relocated and expanded to a district facility

Housing

A key principle of the Central Waterfront Secondary Plan is focused on the creation of dynamic and diverse waterfront communities to provide a range of housing tenures including affordable housing. The overall goal for the Central Waterfront (Policy 39) is that 25 percent of all housing units be affordable rental housing and low-end-of-market housing. The standard set for the waterfront is that the provision of 20 percent of the total number of dwelling units be new affordable rental housing units.

An important objective of a dynamic waterfront is the creation of neighbourhoods that are attractive for many different types of households from a wide range of incomes, particularly families with children, seniors and downtown workers. A mix of units to provide this diversity necessitates that 25% of the units be in the form of two-bedroom units or larger including 10% of units being 3 bedrooms or larger.

Servicing

The Lower Yonge Precinct is currently served by infrastructure that was planned to serve a much lower level of growth and development than what is now projected for a revitalized waterfront.

To accommodate future waterfront growth, the Waterfront Sanitary Servicing Master Plan (WSSMP) Class EA was completed in 2012 and recommended a plan to provide sanitary capacity to service future population growth to 2031. The study included the Lower Yonge Precinct as part of a larger study area. New waterfront developments, including the Lower Yonge Precinct, are proposing levels of development and populations beyond what has been planned for in the WSSMP. Should development at these higher levels be constructed, there is a risk that available sanitary capacity could be reached sooner than expected, before 2031.

Toronto Water staff are taking steps to initiate a review of the WSSMP to ensure there is an infrastructure plan in pace to support new development. The review would follow the Municipal Class EA planning process, including a sanitary system analysis that considers updated conditions, reassessment of alternatives, selection of a preferred alternative to provide additional capacity, and consultation with the public and agencies. The next phase of the precinct planning work program will need to consider sanitary servicing constraints and potential phased development in the context of planned future

infrastructure upgrades. Key considerations will include density assumptions and the cost recovery model to implement infrastructure.

In contrast to sanitary servicing, Toronto Water staff do not currently anticipate issues related to the storm system in the Precinct. Development in Lower Yonge will need to implement the requirements of the Wet Weather Flow Management Guidelines. Toronto Water staff also do not anticipate significant impacts to the water distribution system due to additional demand from development in the Lower Yonge Precinct, although additional hydraulic analysis will be necessary to confirm this once development details become available.

Sustainability

In the Lower Yonge Precinct, it is important to find creative solutions to environmental concerns. Sustainable development improves the quality of human life while living within the capacity of the ecosystem. It protects the natural environment now and into the future while fostering a neighbourhood that is socially and economically healthy.

Sustainable planning principles are to be integrated into the Lower Yonge Precinct Plan by ensuring efficient use of infrastructure; integration of land use and transportation planning; planning pedestrian- and bike-friendly environment; increasing green space; planning for a mix of land uses and housing types supported by community services; and development that contributes to improved air and water quality.

Both public and private development will contribute in a positive way to sustainability and resiliency within the Lower Yonge Precinct. Design and construction of buildings and landscapes should minimize consumption of non-renewable resources, reduce greenhouse gas emissions and pollution, enhance the natural environment, and address the impacts of climate change. A Community Energy Plan is a tool to identify opportunities to conserve energy and reduce demand and emissions. The City will encourage increased sustainability over the life of this Plan, as new technologies and tools become available.

Implementation Tools

At this time, implementation of the Precinct Plan is anticipated to rely on Official Plan policies, including amendments to the Central Waterfront Secondary Plan with appropriate site- and area-specific policies to guide development in the Lower Yonge Precinct.

Implementing zoning by-laws for development of the Precinct will be initiated upon application by the respective landowners, pursuant to Section 34 of the Planning Act. Such by-laws will need to conform to the Official Plan, including site- and area-specific policies referred to above. The timing of development may be constrained by delivery of transportation improvements, servicing infrastructure, park, and community facilities, necessitating use of plans of subdivision and/or holding provisions on the implementing zoning by-laws.

Phase 2 of the Precinct Plan work program will further determine an implementation framework, including the possibility of an agreement between landowners to clarify obligations with respect to phasing and delivery of hard infrastructure, community facilities, and public amenities. Phase 2 will also examine the most appropriate process for future land division and securing conveyance of land for public streets and parks.

Community Consultation

The Stakeholder Advisory Committee (SAC) met on July 7 and received a presentation of the Urban Design Report and the progress on the Precinct Plan. The SAC were generally supportive of the Urban Design direction presented and provided input respecting transportation; animation of the ground floor; parks and public spaces; streetscape; community facilities; housing; and infrastructure. Their comments included:

- SAC members generally felt that higher density should be located towards Queens Quay East, to be closer to the planned transit corridor. It was important to consider the location of commercial and residential uses in relation to the future transit, as the daytime population of the area is greater than the night-time population.
- SAC members felt that the Church/Cooper connection would provide for an important north-south link that would help with access between The St Lawrence neighbourhood and Queens Quay, but that it should be implemented in a sensitive way to ensure it remains local in character. Members expressed appreciation that the extension of Harbour Street would act as a high street and that access to parking, servicing and loading would occur off of north-south streets and not Harbour Street.
- SAC members felt that it was important to consider narrow retail frontages to reduce the chance of 'dead zones' and that both the requirement for retail uses at grade and a minimum ground floor height be mandated. It was also suggested that permitting non-retail uses at grade that will still animate the public realm resulting in fewer retailers may be desired so as to ensure their viability.
- It was generally felt that it would be desirable to have one larger full block park over two smaller parks. It was also stated that it is important to ensure easy access to privately-owned publicly accessible open spaces (POPS) as there were examples noted where they are not easily accessed and therefore not well-used.
- The streetscaping ideas presented were well received. Suggested improvements were to ensure that there was extra sidewalk room adjacent to PATH connections to handle the higher pedestrian volumes that would be generated, as well as including the potential for the incorporation of some weather protection.

- It was felt that community uses should be located in the base of both residential and commercial buildings and that it may be appropriate to designate certain uses for certain blocks.
- It was suggested that affordable housing should be located within the blocks that are currently within public ownership.
- It was stressed that infrastructure must be sufficient to accommodate the capacity requirements of new development.

Landowner Consultation

Following meetings with the SAC, the City and Waterfront Toronto met with individual landowners on July 8, 2014 to present an update on the Precinct Plan with the draft Urban Design Report for their feedback. This report has highlighted certain areas of concern expressed by landowners.

Most of the landowners were generally in agreement with the intention to create a mixed use district and the overall design principles including: the proposed street and block plan; the extension of Harbour Street and the connection of Church Street to Cooper Street; the nature of the public realm; public art and connectivity to the City. They also expressed general support of the creation of street-related base buildings and their associated development standards.

Landowners expressed concerns with the built form recommendations regarding tower height and density. More specifically, areas of concern about the built form included the proposed height maximums, the minimum separation distances, and the introduction of the "Tower Area Ratio" (TAR) that limits the size of the floor plate over the base building. Landowners generally did not agree with the proposed 11.0 times density target and questioned how density would be allocated throughout the Precinct. Infrastructure Ontario, representing the LCBO lands, is not supportive of the recommendation to provide the proposed public park land contribution entirely on the LCBO property. While generally supportive of the extension of Harbour Street, landowners expressed some reservation about potential alignments.

Clarification was sought over issues including: parking, loading and servicing; the transportation network; the land use mix formula; and the funding of infrastructure and parkland.

Staff from City Planning and Waterfront Toronto also participated in an urban design workshop hosted by Pinnacle International. Representatives from LCBO and Loblaw's/Choice Properties REIT also attended. As Pinnacle's 1-7 Yonge Street rezoning application is under appeal to the OMB, staff participated on a without prejudice basis and all participants agreed that the workshop discussions would be confidential unless and until all participants agreed otherwise.

Precinct Plan Process - Phase 2

The next step of the Precinct Plan process is to initiate Phase 2 of the work program. The City Planning Division will undertake Phase 2 in partnership with Waterfront Toronto to complete work as follows:

Confirm, refine, and/or revise the conclusions of the Proposals Report. Staff will continue to assess development potential of the Lower Yonge Precinct, including further consultations with landowners, the SAC, and the broader community. There are a number of outstanding concerns and issues by the landowners within the Precinct and the Phase 2 study process will explore options to address their concerns.

Undertake planning to unlock development potential. The Lower Yonge Precinct planning process will need to address a number of issues that are fundamental to creating capacity for significant mixed use development. These include, among others:

- measures to ensure that residential development in the precinct is compatible with Redpath Sugar;
- provision of adequate servicing infrastructure;
- delivery of community facilities to support the expected population;
- development of affordable housing to meet the goals of the Central Waterfront Secondary Plan; and
- strategies to promote sustainability and environmental performance standards.

Conclude the Transportation EA process. The Lower Yonge Precinct Transportation Master Plan will be provided on the City's website for interested persons and stakeholders to review. At the time the Precinct Plan is finalized, staff will request that Council endorse the TMP. Council will also be asked to authorize the General Manager of Transportation Services to publish a Notice of Study Completion and file the TMP on the public record for a 30-day review period.

Following completion of the Transportation Master Plan process, it will be necessary to carry out subsequent environmental assessment work to address Phase 3 and 4 requirements for the projects identified in the TMP as Schedule C activities under the Municipal Class EA process.

Determine an implementation strategy. The Lower Yonge Precinct Plan will need to incorporate a methodical set of planning tools to enable implementation. The Planning and Policy Directions outline key components of a future implementation strategy.

Continue consultation with community members, landowners, and other stakeholders. The Stakeholder Advisory Committee, landowners within the Precinct, and representatives of Redpath Sugar have received detailed presentations respecting

outcomes of Phase 1 of the study. The Urban Design Report, Transportation Master Plan, and the outcome of, and have provided comments and feedback. The general public has not yet been consulted on the content in this Proposals Report; City Planning and Waterfront Toronto will host a community meeting early in the phase 2 work program to consult on the emerging Precinct Plan.

Further consultation with landowners will include discussion respecting active development applications and emerging development proposals in the Precinct, and how proposed development will fit into the Precinct Plan. Pinnacle International's application at 1-7 Yonge Street is the most evolved proposal; notwithstanding the OMB appeal, they have stated a willingness to continue to engage with the City and with Waterfront Toronto to bring together aspirations for their development proposal and the Precinct Plan. City and Waterfront Toronto staff agree that continued discussions may narrow or resolve issues identified to date. However, development proposals on all sites in the Precinct will need to fit within the area's development capacity based on built form, transportation, servicing, community facilities and public amenity objectives which can only be determined through comprehensive planning.

Community consultation with community members, landowners, and stakeholders will also be held on the phase 2 planning work program matters for the Precinct Plan to inform staff's final recommendations in 2015.

Prepare the Lower Yonge Precinct Plan. Staff will prepare a Precinct Plan based on this Proposals Report, the outcomes of the Phase 2 work program, and public consultation. Staff will target 2015 to report on the final Precinct Plan through Toronto and East York Community Council, along with any implementing planning instruments

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ATTACHMENTS

Attachment 1: Official Plan

Attachment 2: Former City of Toronto Official Plan

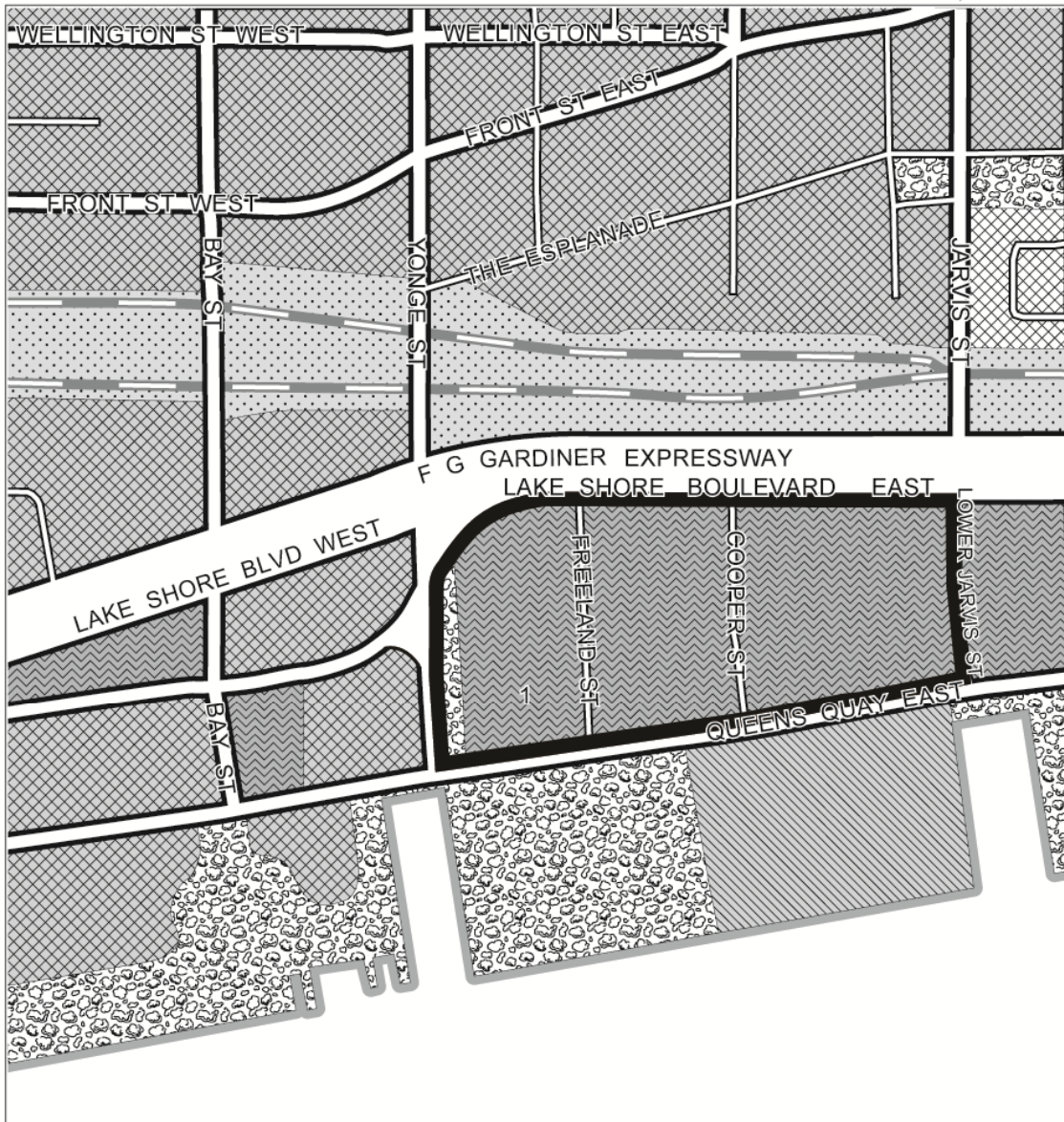
Attachment 3: Zoning By-law

Attachment 4: Lower Yonge Urban Design Report

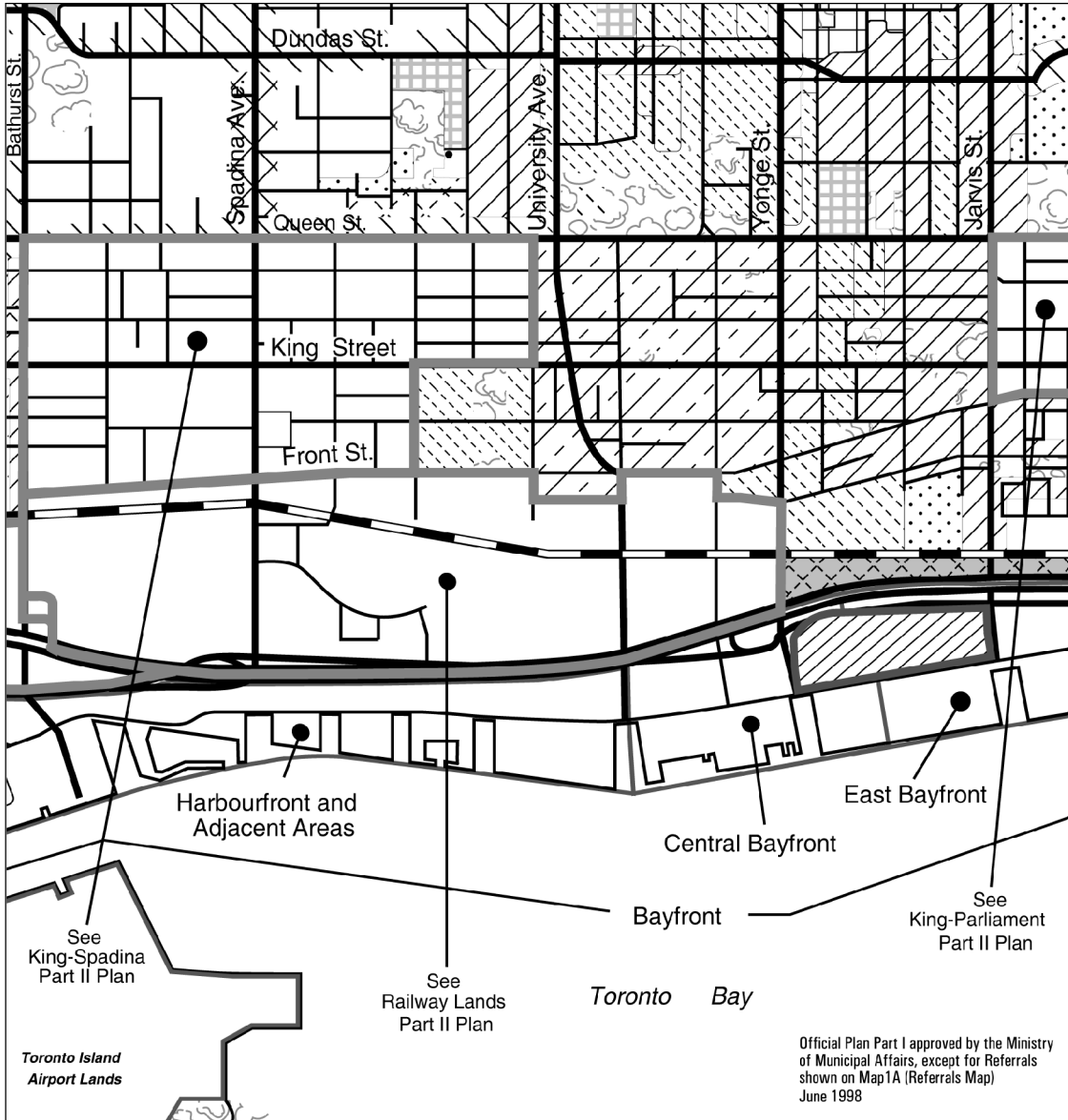
Attachment 5: Lower Yonge Transportation Master Plan Environmental Assessment

Attachment 6: Lower Yonge Precinct Plan – Planning and Policy Directions

Attachment 1: Official Plan



Attachment 2: Former City of Toronto Official Plan



Official Plan Part I approved by the Ministry of Municipal Affairs, except for Referrals shown on Map 1A (Referrals Map) June 1998



Lower Yonge Precinct

Former City of Toronto Official Plan Generalized Land Use Map 1

File # 12 253083 0Z

<p> Site Location</p> <p>Residential Areas (see Section 12)</p> <p> Low Density Residence Areas</p> <p> Medium Density Residence Areas</p>	<p>Mixed Commercial-Residential Areas (see Section 13)</p> <p> Medium Density Mixed Commercial-Residential Areas</p> <p> High Density Mixed Commercial Residential Areas 'A'</p> <p> High Density Mixed Commercial-Residential Areas 'B'</p> <p> Financial District</p>	<p>Institutional Areas (see Section 11)</p> <p> Restricted Industrial Areas</p> <p>Industrial Areas (see Section 9)</p> <p> Restricted Industrial Areas</p> <p>Open Space (see Sections 2 and 4)</p> <p> Open Space</p>	<p> Policies contained in text</p> <p style="text-align: right;"></p> <p style="text-align: right;">Not to Scale 02/07/2014</p>
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Attachment 4: Lower Yonge Urban Design Report

***** To be provided on or before the August 12, 2014
Toronto & East York Community Council Meeting *****

**Attachment 5: Lower Yonge Transportation
Master Plan Environmental Assessment**

***** To be provided on or before the August 12, 2014
Toronto & East York Community Council Meeting *****

Attachment 6: Lower Yonge Precinct Plan – Planning and Policy Directions

The planning and policy directions itemized below form the basis of the emerging Lower Yonge Precinct Plan. The directions will be subject to further review, analysis, and consultation before they are incorporated into the final Precinct Plan.

Land Use

- 1) Plan for a mix of residential and employment uses in the Lower Yonge Precinct, supported by retail to animate the public realm and provide amenity and services to residents, employees, and visitors.
- 2) Acknowledge the policies of the Central Waterfront Secondary Plan to maintain the Redpath Sugar facility.
- 3) Prior to implementing zoning by-laws for development of sensitive uses within the Lower Yonge Precinct, secure measures to address noise and odor impacts of Redpath Sugar's industrial operations on nearby sensitive uses. When locating residential uses, have regard for the potential impact of sensitive uses on Redpath Sugar.
- 4) Generally plan opportunities for office development on sites located between Yonge Street and Freeland Street and on the north side of Queens Quay.
- 5) Test options to dedicate a range of 25% - 40% of gross floor area in the Precinct to office/commercial uses and other employment uses
- 6) Incorporate requirements for development phasing to ensure that office and employment uses are constructed in a timely manner relative to residential development and prior to full build-out of residential uses.
- 7) Require development of grade-related retail along higher order, pedestrian oriented streets that will extend beyond the Precinct: Queens Quay, Harbour Street, Yonge Street and Jarvis Street. Ensure new development can accommodate future retail along Cooper Street.
- 8) For the purpose of planning for transportation, servicing infrastructure, facilities, and public amenities, assume the Lower Yonge Precinct:
 - will develop with approximately 5300 residential units, 8,500 residents, 250,000 square metres of non-residential gross floor area, and 10,000 employees; and

- will ultimately develop at an average net Floor Space Index of approximately 11.0 times the area of the precinct.
- 9) Ensure that analysis and recommendations respecting built form, transportation, housing, community facilities, parks, and servicing reflects any changes in density and population assumptions.

Built Form and Public Realm

- 10) Incorporate the built form recommendations of the Lower Yonge Urban Design Report for base buildings respecting height and articulation; setbacks; ground floor animation; and parking, loading, and servicing.
- 11) Review potential refinements to setbacks along Yonge Street and along Queens Quay East as follows:
- adjacent to Yonge Street, to improve views to the lake and future park on the east side of the Yonge Street Slip – 10 metres from the front property line between Lake Shore Boulevard East and Harbour Street; 10 metres from the front property line at the south side of Harbour Street, increasing in a straight line to 17 metres at Queens Quay East; and
 - on the north side of Queens Quay East between Yonge and Jarvis Streets, to achieve a widened pedestrian zone, a setback of 1 metres from the front property line to achieve a total minimum sidewalk width of 6 metres.
- 12) If the Toronto Star Office tower remains, encourage alterations to the building at grade as follows:
- open the building at grade to create a colonnaded condition so as to expand the sidewalk to accommodate substantial pedestrian traffic and provide views through the building's structure and to the waterfront; and
 - increase the setback on Queens Quay East between Freeland and Yonge Streets. A setback of 1 metre at Freeland Street increasing in a straight line to 7m where it intersects with the Toronto Star Office tower is under review.
- 13) Require upper level step-backs on base buildings in specific locations. No projections, including balconies, would be permitted into these step-back zones to reinforce the visual prominence of the base building:
- 1.5 metres at a height of 22 metres adjacent to Harbour, Freeland, Cooper and New Streets; and

- 1.5 metres at a height of 26 metres adjacent to Lake Shore Boulevard East.
- 14) Consider restrictions to the length of street frontage to be occupied by a single retail store ranging from 10 metres to 20 metres.
- 15) Consider a requirement to vertically subdivide large facades of base buildings into smaller segments with maximum widths of 30m is under review, with the intent to contribute to a fine grained built form character by replicating built forms more typically achieved on smaller lots.
- 16) Incorporate the he built form recommendation of the Lower Yonge Urban Design Report for towers respecting height; floor plates; stepbacks; and tower area ratio and separation.

Heritage

- 17) Conserve the LCBO office building and warehouse on the listed heritage property at 55 Lake Shore Boulevard East.
- 18) Development and site alteration at 55 Lake Shore Boulevard East will require evaluation to demonstrate that the proposed development conserves the integrity of the property's cultural heritage value and heritage attributes.
- 19) City Council will reserve the option to designate the property at 55 Lake Shore Boulevard East.
- 20) New buildings at 55 Lake Shore Boulevard East and on adjacent properties will be required to demonstrate and achieve an appropriate relationship with the listed heritage buildings through consideration of matters including, but not limited to, building massing, setbacks, step-backs, materials and architectural character to ensure the integrity of the property's cultural heritage value and attributes will be conserved.
- 21) Development and site alterations will not be permitted on lands containing archeological resources or areas of archaeological potential unless significant archaeological resources have been conserved or documented as appropriate.

Parks

- 22) Incorporate the recommendations of the Lower Yonge Urban Design Report with respect to public parkland.

- 23) Secure conveyance to the City of public parkland that complements and expands upon the system of waterfront parks; meets future local needs for neighbourhood-oriented passive and active recreation; and addresses the need for community park function in waterfront neighbourhoods.
- 24) Secure conveyance to the City of land equivalent to at least 15% (1 hectare or more) of the Precinct's net site area for conveyance as public park.
- 25) Ensure all landowners make fair and equitable contribution to the public parkland in the Precinct.
- 26) Configure parkland into at least one large consolidated parcel dimensioned to be able to accommodate a broad variety of neighbourhood-oriented programs, and active and passive recreation.
- 27) Assess the merits of the two park options identified in the Lower Yonge Urban Design Report: Principles and Recommendations and identify a preferred option in the Lower Yonge Precinct Plan.

Privately Owned Publicly-Accessible Open Spaces (POPS)

- 28) Plan a network of privately owned publicly-accessible open spaces (POPS) to complement the public realm.
- 29) Incorporate the recommendations of the Urban Design Report with respect to POPS.

Public Art

- 30) All new development in the Lower Yonge Precinct will participate in the City of Toronto's Percent for Public Art Program.
- 31) All public art located on private land will be prominently situated adjacent to public sidewalks or within areas subject to public access easements.
- 32) Funds allocated for art off-site will be directed towards public art installations within public parkland in the Lower Yonge Precinct.

Street Network and Off-site Transportation Improvements

- 33) Develop a fine-grained, walkable public street network consistent with the Lower Yonge Transportation Master Plan to provide a typical city street and block pattern for the Precinct.

- 34) Design new public streets in a manner consistent with the Lower Yonge Transportation Master Plan and the public realm recommendations of the Lower Yonge Urban Design Report.
- 35) Extend Harbour Street from Yonge Street to Lower Jarvis Street
- 36) Relocate the Lower Jarvis off-ramp from the eastbound Gardiner Expressway to Yonge Street. The relocated Yonge Street off-ramp will replace the Bay Street on-ramp, which is to be removed.
- 37) Widen Lake Shore Boulevard East between Yonge Street and Lower Jarvis Street to three eastbound lanes from two. The additional lane is enabled through the relocation of the Gardiner off-ramp from Lower Jarvis Street to Yonge Street and, allows eastbound vehicles on Lake Shore Boulevard to turn left from Lake Shore Boulevard to Lower Jarvis Street.
- 38) Remove the “S-curve” connecting Harbour Street to Lake Shore Boulevard at Yonge Street to regularize both the Yonge Street/Harbour Street and the Yonge Street/Lake Shore Boulevard intersections.
- 39) Extend Cooper Street to Church Street through a new tunnel under the rail corridor to provide additional connectivity between the precinct and destinations to the north, including St. Lawrence Neighbourhood, and to provide more waterfront access.
- 40) Add a new north-south local street between Cooper Street and Lower Jarvis Street that extends from Queens Quay East to Lake Shore Boulevard East to improve local circulation and site access.

Transit

- 41) Accommodate the planned East Bayfront Light Rail Line (LRT) along Queens Quay.

Active Transportation

- 42) Pursue opportunities to extend the PATH network to the northwest area of the Precinct southward to connect from a future extension of the PATH along the rail corridor
- 43) Include sidewalks on all streets and high-visibility crosswalks at all intersections.
- 44) Introduce new north-south midblock pedestrian pathways to the blocks west of Cooper Street to further enhance the pedestrian connectivity within the Precinct.

- 45) Connect cycling facilities in the Lower Yonge Precinct to the City's larger cycling network, including the Martin Goodman Trail and Yonge Street's bicycle lanes.
- 46) Design the Harbour Street extension, Freeland Street, Cooper Street, and "New" Street to accommodate a shared roadway for autos and cyclists using shared pavement markings.
- 47) Provide a striped bicycle lane within the future Cooper Street tunnel roadway connecting Cooper Street to Church Street.

Community Facilities

- 48) Recognize that community facilities are part of the infrastructure necessary to support vibrant, strong and complete communities and are therefore a requirement to support residential development in the Lower Yonge Precinct.
- 49) Require timely and secured delivery of community facilities as a condition for residential development.
- 50) Complete a comprehensive Community Services and Facilities Strategy prior to residential development in the Precinct, including provisions for determining the obligations of landowners with respect to implementation.
- 51) Identify the following emerging priorities for community facilities in or near the Lower Yonge Precinct:
 - 2-4 non-profit child care facilities
 - a community recreation centre (25,000 – 30,000 square feet)
 - accommodation of approximately 320 TDSB elementary school children
 - human and social service community facility space
 - expansion and relocation of the St. Lawrence Library – relocated and expanded to a district facility

Housing

- 52) Provide housing to accommodate a mix of household sizes by achieving 25% of residential units in the Precinct to be in the form of two-bedroom units or larger, including 10% of units being 3 bedrooms or larger.

- 53) Contribute to the goal of the Central Waterfront Secondary Plan for affordable housing such that 20% of all residential units in the Lower Yonge Precinct will be developed as affordable rental housing and a further 5% as low-end-of-market ownership housing.
- 54) Secure contribution of affordable housing by landowners in the Lower Yonge Precinct in the form of land, residential units, or cash-in-lieu to fund waterfront affordable rental housing development. Priority will be given to land or residential units.
- 55) The City and Waterfront Toronto will together work with landowners in the Lower Yonge Precinct to identify and secure appropriate sites for the development of affordable rental housing.
- 56) Explore opportunities for additional affordable ownership housing.

Servicing

- 57) Ensure that an infrastructure plan with a timely and secured implementation strategy is in place prior to development in the Lower Yonge Precinct, including a process to satisfy Municipal Class EA requirements.
- 58) Address the Lower Yonge Precinct's future development potential in the review of the Waterfront Sanitary Servicing Master Plan Class EA.
- 59) Identify infrastructure investments that are a pre-requisite to development proceeding in the Lower Yonge Precinct, with an implementation strategy that provides for fair and equitable cost-sharing.

Sustainability

- 60) Design and construct buildings and landscapes to minimize consumption of non-renewable resources, reduce greenhouse gas emissions and pollution, enhance the natural environment, and address the impacts of climate change.
- 61) Identify opportunities to incorporate green infrastructure in the form of green roofs, living walls, and green stormwater infrastructure into the design of development, streets and public spaces.
- 62) Provide areas of soft landscaping in the Precinct whenever possible, within parks, boulevards and on private lands to provide environmental benefits including cooling the urban environment, stormwater infiltration and increased habitat and biodiversity.

- 63) Complete a community energy plan for the Lower Yonge Precinct. Encourage the design of buildings and landscapes to consider opportunities for energy conservation as identified in the community energy plan.
- 64) In consideration of the Lower Yonge Precinct's proximity to the waterfront, require development to meet the Tier 2 standards with respect to Bird Collision Deterrence and Light Deterrence.
- 65) Encourage new development to meet Tier 2 of the Toronto Green Standard.

Implementation Tools and Strategy

- 66) Bring the Central Waterfront Secondary Plan into force in the Lower Yonge Precinct.
- 67) Amend the Central Waterfront Secondary Plan with area-specific policies to guide development of the Lower Yonge Precinct in a manner consistent with the Precinct Plan.
- 68) Include Official Plan policies respecting the use of a holding symbol (H) on future implementing zoning by-laws within the Lower Yonge Precinct.
- 69) Consider zoning by-law amendments following receipt of site specific applications in the Lower Yonge Precinct.
- 70) Determine a phasing strategy for development and infrastructure in the Precinct.
- 71) Encourage landowners in the Lower Yonge Precinct to enter into a landowners agreement with each other addressing their respective responsibilities regarding coordination, provision, financing, and phasing of infrastructure, community facilities, parkland, and public amenities to support development of the Precinct, including cost-sharing.
- 72) Determine a process to initiate Phases 3 and 4 of the Municipal Class Environmental Assessment process with respect to the Lower Yonge Transportation Master Plan
- 73) Utilize agreements pursuant the Planning Act, including those pursuant to Section 37 of the Planning Act, subdivision agreements, consent agreements and site plan agreements to secure improvements, infrastructure and public benefits.